

MORE NEED OF ECONOMY

Circular Letter Is Sent to the Sheriff.

Right economy has been exercised in the police department of the Territory since the Executive Council decided upon a pro rata system of expenditures in order to keep within the limit of funds available. If other departments follow the rule laid down by the attorney general's department there need be no further fear as to finances.

Excepting as to the incidental appropriation, the department has been keeping well within the allotted amount, and Attorney General Dole yesterday sent a circular letter to the high sheriff and the sheriffs of the various islands, complimenting them on the fact and urging still more rigid economy. The letter is as follows:

Territory of Hawaii,
Office of the Attorney General,
Honolulu, H. I., June 5, 1902.

Mr. A. M. Brown, High Sheriff of the Territory of Hawaii:

Dear Sir:—The expenses of the department for the ten months ending April 30, and the pay of police of Kauai, Maui and Oahu, and the pay of jailors, guards, etc., for the month of May last (the May bills under the other appropriations not yet being all in) show for these ten months and as far as the bills are in for the last month, that the aggregate expenses of the department have been \$5,042.38 less than the pro rata of the appropriations in the aggregate.

I am gratified in noting under the appropriation for "contingents" that, as the result of the careful study and economy which we had to give this matter, the expenses for the ten months ending April 30, were \$32.41 less than the pro rata of the appropriation only \$27.69, or about \$27.69 per month.

During the ten months ending April 30, 1902, and since, the appropriation for incidentals, civil and criminal expenses, which the legislature cut down—has been subjected to extraordinary demands. The transition cases, called, the prolonged sessions of grand juries, the extended and special terms of court, several terms of court being held at the same time in different parts of the Territory, thus requiring the employment of extra help in conducting the criminal business of the department; the large interests of the Territory in the litigation of fishing rights also making the employment of outside counsel necessary; the extraordinary amount of opinion and office work incident to the transition from an independent nationality to a Federal Territory, making it impossible for the head of the department to do any considerable amount of court work; outlays incident to installing the Gamewell police alarm system, etc.—all these things have combined to subject the appropriation for incidentals to emergencies which the legislature could not have taken into account.

During the ten months ending April 30, 1902, the expenses for civil and criminal incidentals have exceeded, upon the average, the pro rata of the appropriation therefor at the rate of \$22.11 per month. It is necessary for us to cut down our expenses under this appropriation about \$400.00 per month. Our pro rata under this appropriation is \$125.00 per month. If we can save out of this appropriation about \$200.00 a month, I think we shall be able in spite of the extraordinary demands on the department to finish our biennial period without having to ask the legislature to make up a single dollar of deficiency under any appropriation of the department. I am very anxious to do this, if it can be done in justice and without prejudice to the public service.

I am sending a letter of like tenor herewith to each of the sheriffs.

Very sincerely yours,
(Signed) E. P. DOLE,
Attorney General.

SUPREME COURT DECIDES AGAINST WALTER G. SMITH

(Continued from page 4.)

charged that the petitioner "did make and publish for circulation" the matter referred to and, perhaps, that he knowingly published an untrue report of the proceedings and maliciously, etc. It did not, directly or indirectly, charge a publication or circulation by the petitioner or by any one else in the court room or in the court house. Thus far, then, the mittimus shows a conviction of a constructive contempt only.

The Cuddy case (131 U. S., 280) is distinguishable from that at bar. In the former the finding of the lower court was that the petitioner "did approach" a certain juror with a view to influencing him. The record in the habeas corpus proceedings was entirely silent as to the place where the juror was approached. The words used in the finding were consistent with the theory that the act was committed in the presence of the court. The Supreme Court held that under those circumstances the presumption was that the act was committed in the presence of the court and that therefore the sentence was valid. In the case at bar, on the other hand, the record shows affirmatively, as it seems to me, that the acts charged were committed elsewhere than in the court room or court house. The language of the affidavit adopted and made a part of the judgment and mittimus, is to be read in its ordinary acceptation. So read, it means, if it means anything, that the making and

publishing of the matter referred to was done in the presence of the court. The court, however, in its judgment, found that the acts were committed elsewhere than in the court room or court house.

The next and last recital of the mittimus in the case at bar is as follows: "And whereas the said Walter G. Smith was guilty of a contempt of this court by publishing and printing a certain false, scandalous, malicious and defamatory statement, accompanied by a printed picture or cartoon, which said statement and cartoon had special reference to the case of the Territory of Hawaii vs. William McCarthy and to the conduct and judicial acts of the said judge on the trial of said case, which said false, scandalous, malicious and defamatory statement and printed picture or cartoon was circulated and published in the court room, in the court house in Honolulu during the trial of the case of the Territory of Hawaii vs. William McCarthy and Carthy, which said publication was calculated to prejudice and did prejudice the minds of the jury and prevent a fair and impartial trial of the issues involved in said case, and is calculated to obstruct and did obstruct the trial of said case, and is calculated to obstruct and did obstruct the administration of justice in the trial of said case which was then and is now pending and undetermined." Of this it is to be observed that it is not a recital of a conviction or of an adjudication of guilt, but merely that Smith was guilty. The mittimus, however, is not the judgment of the court, but is a formal order issued to the sheriff reciting that a certain judgment or verdict has been rendered and directing the execution of such sentence. It is not sufficient that the mittimus recite that the accused was guilty, but it must show on its face that he has been adjudged guilty by a jury or by the court, as the case may be. In other words, even though an accused is guilty, a conviction or judgment to that effect by a competent tribunal is necessary to the execution of the sentence.

Without such conviction or judgment, the sentence and order of execution would be invalid. "But it is clear that a general order to imprison a party unless he has been convicted either by a jury or by the court is a mere nullity. The law requires that before a sentence of imprisonment shall be passed against a party, he should first be convicted of an offense. In ordinary cases, this conviction must be by the verdict of a jury. In the case of contempts, it may be by the judgment of the court. Still, in either case, the record must show a conviction. Now it will be seen from this recital that there is no judgment of imprisonment for a contempt generally, or for a contempt in refusing to answer questions. There is not any conviction or adjudication by the court that Mr. Adams had been guilty of a contempt. Without such judgment the court had no right to commit him to prison, nor was he admitted on the argument, that Mr. Adams did refuse to answer questions asked by the grand jury. It may be true that the court considered that a contempt for which he deserved imprisonment, but no such judgment has been rendered in the case; and however many contempts the prisoner may have committed, it is not lawful to imprison him until convicted thereof by the judgment of the court, which judgment and conviction must appear by the record." Ex parte Adams, 25 Miss., 892 (59 Am. Dec., 234, 242, 243). "So that it appears that there is no adjudication that petitioner and his associates have been guilty of a contempt. If this be true, then the commitment, occupying as it does the place of an execution, has no basis on which to rest. For it is the judgment and not the mittimus by virtue of which the party committed is detained. People ex rel. vs. Baker, 89 N. Y., 460. Unless the record shows a judgment of conviction of contempt, a petitioner may avail himself of the remedy provided by habeas corpus." Ex parte O'Brien, 127 Mo., 477, 488, 489. See also Ex parte Van Sandau, 1 Phillips, 694, 695, 697; People vs. Bennett, 4 Pa., 282; In re Blair, 4 Wis., 521; Sherwood vs. Sherwood, 32 Conn., 1.

Assuming, however, that the language used can be held to be an avowment of a conviction or judgment of guilty of the offense there stated, * * * such offense so recited is, so far as the petitioner is concerned, a constructive and not a direct contempt. The recital is that "Walter G. Smith was guilty of a contempt of this court by publishing and printing" a certain statement and cartoon, "which said * * * statement and * * * cartoon was circulated and published in the court room or caused to be so circulated and published by Smith; it is not a recital of a conviction of Smith for contempt by publishing and printing" and by "circulating and publishing" in the court room. In my opinion, as stated above, the printing and publication generally away from the court room may have been by Smith and the circulation and publication in the court room may have been by others for whose acts Smith would not be criminally responsible.

It may be remarked in this connection that it is not to be presumed that the court or the clerk issuing the mittimus intended or attempted to make therein an untrue or incorrect recital as to what the conviction or judgment was; and it has been intended and attempted to state in the mittimus that the petitioner had been convicted or adjudged guilty of circulating and publishing in the court room, such statement would have been untrue and incorrect. After the introduction of the evidence, Judge H. J. Humphreys (the three judges of the Circuit Court sat together during the proceedings, but in what capacity or whether legally or otherwise I need not say), delivered the opinion of the judges or of the court and in concluding said: "It is the unanimous opinion of the judges of this court that the defendant should be held guilty as charged in the complaint herein." Following him Judge Gear, presiding at the term, said: "The judges have unanimously decided that this matter published has constituted a contempt of court as charged in the complaint and affidavit, and therefore find and adjudge you guilty of contempt of court as alleged and set out in the affidavit on file and ask you now if you have any reason to offer why sentence should not be passed upon you." And I will state that the court has considered with both the other judges and come to the conclusion as to a proper sentence to be pronounced, having taken that into consideration in extension of the offense, and it is therefore the judgment of this court that you be and you are hereby adjudged guilty of contempt of

court as set forth in the complaint, and that you be and you are hereby sentenced to imprisonment for the term of three months, which term shall run from the date of this judgment until the expiration of the term of three months.

Going still further, and assuming that the paragraph of the mittimus is a recital of a conviction, then the court, in its judgment, found that the acts were committed elsewhere than in the court room or court house. The court, however, in its judgment, found that the acts were committed elsewhere than in the court room or court house.

In August, 1888, the legislature of the Territory passed an act (Chap. 42, Laws of 1888) the second section of which reads as follows: "Constructive contempts shall not hereafter be punishable as such." This language, taken by itself, is plain—plain as to leave no room for doubt. It is plain, extended, however, that read in connection with the two other sections of the statute, and in view of the causes that led to its enactment, it must be construed to refer to such only of constructive contempts as are mentioned in section 1, and not to all judges, heretofore had, nor pending, which may hereafter be brought. In my opinion, sections 1 and 2 do not contain sufficient to justify the limitation sought to be placed upon the plain language of section 2. If the language of section 1, when read in connection with section 2, is intended to be a "publication of proceedings," mentioned in section 1, then section 2 is pure repetition and wholly superfluous. Section 1 of itself provides that such publication shall not be punishable as contempt, and further that such publication shall not be punishable as contempt. Under the circumstances, the presumption, if any, is that the legislature did not repeat unnecessarily and that it intended to include in section 2 something not already included in section 1. The presumption is further that the legislature, in using the word "constructive," knew distinction between constructive and direct contempts. The purpose of section 2 evidently was to provide that the proceedings permitted by the act, to be published, included all proceedings, whether in court and at whatever times had.

In enacting this statute the legislature doubtless had in mind certain cases then recently decided by the Supreme Court but it is a mistake to suppose that those decisions were simply to the effect that the publication of proceedings was a constructive contempt and punishable as such. Such indeed was the ruling in Smith vs. Aholo, supra, decided in April, 1887; but in Ackerman vs. Congdon, supra, decided in January, 1887, the publication held to be a constructive contempt was not of proceedings, but of newspaper comments or expressions which were deemed to be such as tended to influence the result of a pending suit. The same is true of the publication, held to be contempt, in King vs. Lee, 7 Haw., 249, decided at the February term, 1888, by the legislature convened. It was not of proceedings but of matter tending to prejudice the right of the defendant to a fair and impartial trial. So far as history is concerned, then, there is good reason for believing that the legislature meant that it included all constructive contempts (which means any or all constructive contempts), and not merely of some constructive contempts.

In the case entitled In re Bush, 8 Haw., 221, the court construed the statute as merely holding that by "constructive" contempts the legislature meant those only which were enumerated in section 257 of the Penal Laws. With respect, it seems to me that there is no sufficient ground for so constraining the statute. It is contended that this court must now follow that decision because of the rule that where a statute, which has received a judicial construction, is re-enacted in the same or substantially the same terms, that is to be deemed a legislative adoption of such construction. The re-enactment here referred to is that contained in the Organic Act, the question is one as to the intention of Congress in passing the Organic Act, and this intention is to be ascertained from a reading of the Act as a whole. Section 6 provides "that the laws of Hawaii not inconsistent with the constitution or laws of the United States or the provisions of this Act shall continue in force, subject to repeal," etc. "Continue in force" means "be of the same force," not more and not less, after as before the time stated. Section 8 provides that "until the legislature shall have re-enacted the laws of Hawaii heretofore in force, the several courts and their jurisdiction and procedure shall continue in force except as herein otherwise provided." Before the Organic Act went into effect the Supreme Court had jurisdiction and authority to render judgments of its former decisions, with possibly some exceptions, real or apparent but not here material, and the act of 1888 was open to construction by the court and subject to having any former construction modified or to the court it should be construed to conform to its former decisions, with possibly some exceptions, real or apparent but not here material, and the act of 1888 was open to construction by the court and subject to having any former construction modified or to the court it should be construed to conform to its former decisions, with possibly some exceptions, real or apparent but not here material, and the act of 1888 was open to construction by the court and subject to having any former construction modified or to the court it should be construed to conform to its former decisions, with possibly some exceptions, real or apparent but not here material, and the act of 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